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ABSTRACT

This study was directed toward an examination of the legal manpower system and its response to needs in Pennsylvania. Information based on surveys is presented on: (1) lawyer-population ratios by counties, lawyer-area ratios by counties, and lawyer ratios to population and area in the State; (2) legal manpower demand in terms of correlations between lawyers and economic variables, growth in litigation, student demand for legal education, and social demands; (3) legal manpower supply on a national as well as State basis related to the rapid growth of litigation and increased demand for legal services to the poor; (4) projections of legal manpower demand and supply based on projected population, on Pennsylvania gross product, on national lawyer ratio, on Pennsylvania surveys, and in relation to a Bureau of Labor Statistics national projection; and (5) the use of legal assistants. The major finding is that Pennsylvania will require a quantitative and qualitative increase in legal manpower during the 1971-80 period, and that the State's law schools, as presently operating, will be unable to provide the needed supply of legal manpower. (AF)

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A STUDY OF LEGAL MANPOWER DEMAND AND SUPPLY IN PENNSYLVANIA

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A STUDY OF LEGAL MANPOWER DEMAND AND SUPPLY IN PENNSYLVANIA

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SUMMARY

Summary Analysis of Legal Manpower Demand and Supply in Pennsylvania, 1970-80

Forty-two factual findings developed in this study are presented in a separate section (p. 46 ff).

It appears from this study, on the basis of five projections of legal manpower demand and supply for the 1970-80 decade, that the present annual supply of 657 lawyers, including 29 per cent from out-of-state law schools, is inadequate to meet the demand for legal manpower.

It further appears that the imbalance in demand and supply in the 1970-80 decade can only be remedied by admitting more of the Pennsylvania student-applicants to Pennsylvania law schools, for out-of-state law schools are already operating at full capacity in meeting increasing student demand. In general, law-school enrollment at accredited law schools more than doubled in the 1960-70 decade, and although 110,000 students have taken the Law-School Admissions Test (LSAT) in 1971, only an estimated 84,000 will be admitted to law schools in September 1971. As some examples of student demand, it should be noted that for the September 1971 class, Georgetown Law School has 3,578 applicants for 600 places; Cornell 2,100 for 160 places, and Indiana University 1,200 for 400 places. There are, however, no firm plans to open new law schools in the nation in 1971 or 1972.[1]

Temple University plans to open new law facilities in 1973 with a probable increase in admissions of 250. The University of Pittsburgh plans to open new facilities in 1973 with a probable increase in admissions of 44, but this may be delayed by construction problems to as late as 1975. This study assumes its completion by 1973. At the same time, "Recent decisions of the U.S. Supreme Court are considered to have virtually doubled the demand

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[1]"Choosing Careers: The Big Shift," U.S. News and World Report, May 31, 1971, p. 22 ff.

for lawyers' services in criminal cases."[2]

Pennsylvania Imbalance in Legal Manpower Demand and Supply

Including student demand (Table 14) and resultant potential supply of lawyers (Table 15) for the 1970-80 decade, five projections in this study indicate a need for Pennsylvania law schools to increase their capacity to raise first-year student admissions from 1,436 in 1970 to a maximum of 2,577 in 1980, or a mean prediction of 2,535 admissions. Predicted admissions minus 1970 admissions (2,535 - 1,436) indicate an overall need to increase Pennsylvania law-school capacity by 1,099 admissions over the 1970-80 decade.

The probable admission of 200 additional first-year students by Dickinson and Villanova will reduce this need in September 1971 to (1,099 - 200) 899 admissions. The probable admission of 250 first-year students by Temple University Law School, and 44 at the University of Pittsburgh in 1973, may further reduce this need to (899 - 294) 605 admissions. During the 1974-80 period, then, there is a predicted need for law schools to increase capacity to admit 605 additional first-year students.

Positive response by the Pennsylvania law schools to the predicted legal manpower demand and supply conditions during the 1970-80 decade will probably see the average annual supply of lawyers increase from 657 in 1970 to 1,080 - 1,274 in 1980.

This study conceives of the legal demand and supply situation, 1970-80, as far more dynamic than population trends of the 1960-70 decade or projected 1970-80 decade because of the impact of massive social change on the totality of our society during the 1970-80 period. Incalculable effects of social and economic change now under way may even show predictions in this study to be rather conservative.

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[2] Ibid., p. 23.

A STUDY OF LEGAL MANPOWER DEMAND AND SUPPLY IN PENNSYLVANIA

This study was directed toward an examination of the legal manpower system and its response to needs in Pennsylvania. To supplement published data, a survey was made of the county bar associations, the zone governors of the Pennsylvania Bar Association, the deans of the six law schools and the executive secretary of the State Board of Law Examiners.

Survey of County Bar Associations

The county bar association is the "grassroots" unit of the legal manpower system in Pennsylvania, organized in 66 county bar associations, Columbia and Montour counties having one association. These 66 units are aggregated into 12 zones, each with a zone governor, and constitute the Pennsylvania State Bar Association. The county bar associations maintain standards of legal practice and are close to the daily activities of lawyers and judges and people needing legal services.

The bar associations are concerned with all aspects of the demand and supply of legal manpower. Prior to the February 1, 1971 action of the Supreme Court of Pennsylvania, it was necessary for a student entering the study of law, under Rules 8, 9 and 11, to (1) register with the Supreme Court upon commencement of the first year of law study, (2) name a lawyer preceptor with whom he would have a three-month internship as a law clerk, (3) undergo interviews with and receive character approval of the local county bar association before taking the bar examination and (4) advertise four times in the local paper as to his intentions. These controls have now been repealed, and Rule 15 has been modified to incorporate due process safeguards, including the right to a hearing with

counsel to preclude "the possibility of arbitrary or discriminatory exclusion of applicants for alleged qualification defects."[1]

Responding in a survey for their county bar associations to the question, "Are more lawyers needed in your county?" 61 presidents indicated: "yes," 59.1 per cent; "no," 40.9 per cent; and five gave no response. But, to the question, "Is there a need for expansion of law-school facilities in the Commonwealth?" 54 presidents responded: "yes," 33.3 per cent and "no," 66.7 per cent, and 12 gave no response. Thirty-six presidents responded affirmatively to the need for more lawyers, and the same number replied negatively to expansion of law-school facilities. It would appear that a majority of the legal profession in Pennsylvania sees a need for more lawyers but does not propose to get them by an expansion of law-school facilities. Only 18 of the 66 presidents specifically proposed expansion of present law schools.

The reports from the county bar associations also indicated: (1) a total of 13,901 legal personnel in Pennsylvania, (2) the admission to the county bar associations of 3,062 lawyers, 1965-69, or an annual average of 612.4, and (3) 932 withdrawals (retirement, death, migration to another state), 1965-69, or an annual average of 186.4.[2] This left a net annual increase in legal manpower of 426. But, when this average annual number of 612.4 lawyers admitted to practice for the first time is compared to those passing the State Bar Examination, 1965-69, it is found that the average annual supply is 382 from Pennsylvania law schools and 156 from law schools out-of-state, or an average of 538, leaving a difference

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[1] Bill of Particulars, Dickinson Law School, Carlisle, Pa., February 22, 1971.

[2] Chart 1 Summarizes Pennsylvania Survey Data.

CHART 1

LEGAL MANPOWER SURVEY OF
PENNSYLVANIA COUNTY BAR ASSOCIATIONS, 1970

Factual Evidence

Item	Response
1. Number of lawyers in counties	13,107
2. Number of judges in counties	290
3. Number not in law practice but in law-related activities	504
4. Lawyers admitted to practice for first time (1965-69)	3,062
5. Number of lawyers who left County Bar Associations (1965-69) (retirements, deaths)	786
6. Number of lawyers who moved to another state (1965-69)	146

Professional Authority Evidence

	Omitted	Yes	No
7. Are more lawyers needed in your county?	5	36 (59.1%)	25 (40.9%)
8. Is there a need for expansion of law-school facilities in the Commonwealth?	12	18 (33.3%)	36 (66.7%)

Source: Survey of Pennsylvania County Bar Associations, Division of Higher Education Research, Bureau of Educational Research, Pennsylvania Department of Education, 1970. (Sixty-six bar associations reported because Columbia and Montour Counties are in the same bar association.)

between annual admission to practice and those passing the bar examination of 84 (612-538).[3] This number, a little more than one lawyer per county, may be supplied by attorneys from other states and foreign nations. But, the dependency of the Commonwealth on a supply of lawyers from out-of-state law schools is highly significant, 156 lawyers, about 29 per cent of the supply from bar examinations, when considering adequacy of law schools to meet needs, not only of law clients but those of students.

Lawyer-Population Ratios by Counties

Lawyer-population ratios by counties were also developed from county bar association data and census data. Philadelphia ranked first in number of lawyers (5,084) and first in fewest people per lawyer (383), and Allegheny County second in number of lawyers (3,248) and number of people per lawyer (494). Only in these two counties and in Fulton County did the number of lawyers and the number of people per lawyer have the same rank order, but Fulton was at the bottom rank (66), two lawyers, each to serve 5,388 people.

The better ratios of people per lawyer and rank were Dauphin 638 (3); Lackawanna 701 (4); Pike 788 (5); Forest 985 (6); Luzerne 995 (7); Monroe 1,056 (8); Lehigh 1,177 (9); Cameron 1,183 (10); Erie 1,204 (11); Westmoreland 1,228 (12) and Northampton 1,254 (13).

The less satisfactory ratios and ranks for people per lawyer were Perry 4,769 (65); Juniata 4,178 (64); Snyder 3,659 (63); Armstrong 3,150 (62); Susquehanna 3,122 (61); Butler 3,121 (60); Bedford 2,824 (59); Columbia-Montour 2,755 (58); Adams 2,711 (57); Elk 2,698 (56); Clarion 2,561 (55); Centre 2,482 (54) and Huntingdon 2,300 (53).

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[3]See Appendix A.

The low ratios for people per lawyer in the very large counties produced a statewide ratio of 848. The great disparities in the number of people per lawyer in the various counties is further indicated on the map (Figure 1), and in the data in Appendix C.

Rank order correlation for number of lawyers in a county with people per lawyer showed r (rho) = 0.51, a further indication of discrepancy in the distribution of lawyers by counties in terms of population to be served. Recognizing that lawyers do not always confine their services to their county of practice, one must still be impressed with the apparently great differences in availability of legal services to the people in the various counties.

Lawyer-Area Ratios by Counties

Lawyer-area ratios by counties were also developed as a further measure of the adequacy of legal services. Even with modern transportation, remoteness of the lawyer from the people in terms of square miles may be represented as potential deficiency in legal service. Ranking counties from smallest area to largest area per lawyer, one can establish a rank order correlation between lawyers per county and square miles per lawyer, which is r = .78, based on data in Appendix C. This correlation is better than that for people per lawyer, but it also indicates a considerable potential inadequacy in service due to the distribution of available lawyers among the counties.

Some of the counties in which sheer area per lawyer inhibits adequate legal service are: Fulton, 217.5 square miles per lawyer, two lawyers; Sullivan, 119.5, four lawyers; Potter, 109.2, ten lawyers; Juniata, 96.7, four lawyers; Perry, 91.6, six lawyers; Forest, 84.0, five lawyers; Clinton, 82.0, eleven lawyers; Susquehanna, 76.0, eleven

PENNSYLVANIA – County Outline Map

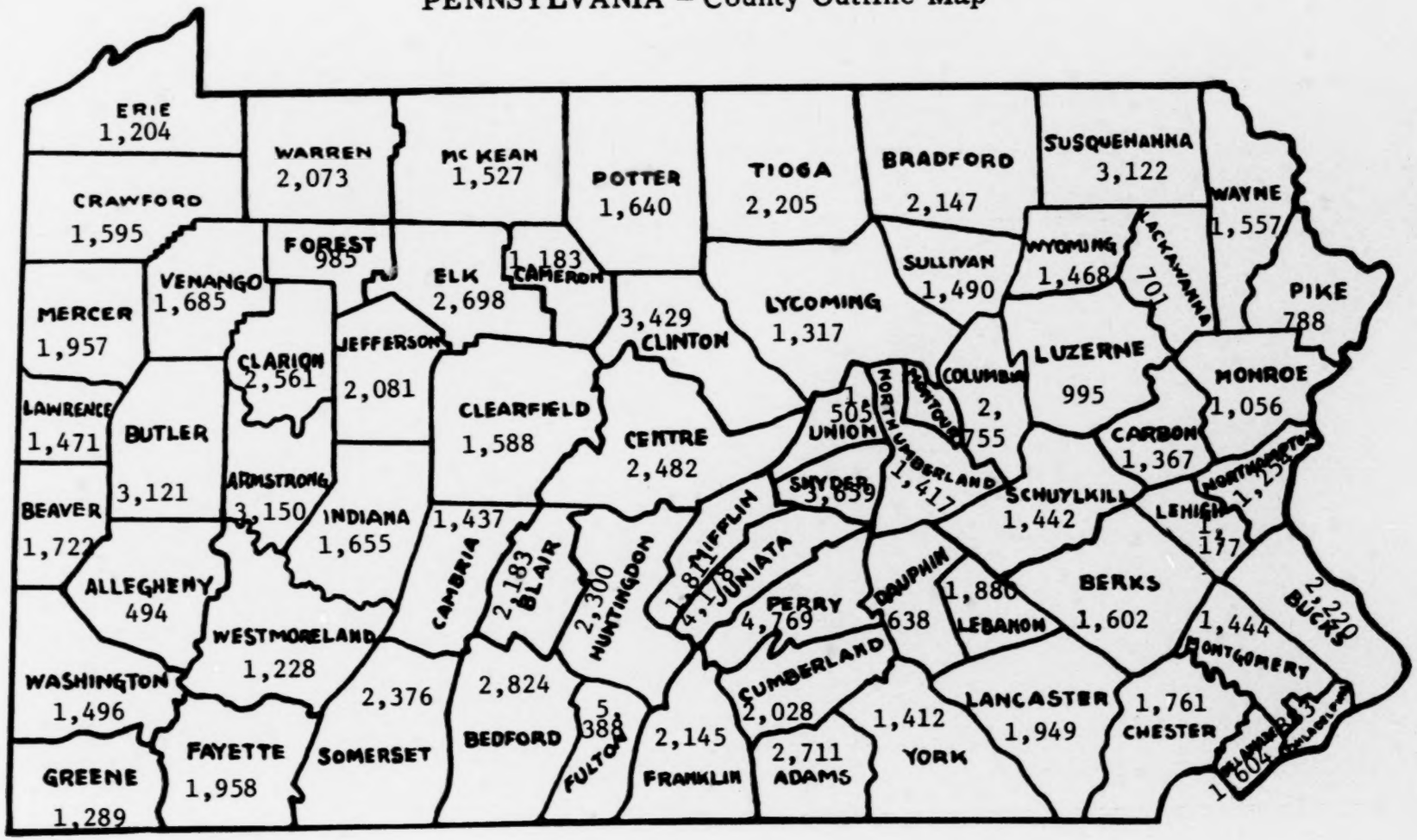

Figure 1. Population Per Lawyer by Counties in Pennsylvania, 1970

lawyers; Bedford, 67.9, fifteen lawyers; Cameron, 66.8, six lawyers; Tioga, 63.9, eighteen lawyers; and Elk, 57.8, fourteen lawyers. Fourteen additional counties have 25 to 53 square miles per lawyer.[4]

Twenty-four counties have a range of 0.2 to 8.5 square miles per lawyer, making legal services optimumly available. Sixteen counties have a range of 10 to 24 square miles per lawyer.

Lawyer Ratios to Population and Area in Pennsylvania

Lawyer ratios to population and area in Pennsylvania over a long period of time (1900-70) are shown in Table 1, on next page. The statewide correlation of population growth and number of lawyers is very high, $r = 0.97$. From 1920, the peak number of people per lawyer (1,241), to 1970, 848 people per lawyer, the relative improvement in availability of lawyers to people increased continuously, (1,241-848), a decrease in number of people per lawyer of 393, or 31.6 per cent. In the same period the area served by each lawyer also decreased in size, 6.2 to 3.2 square miles, or 48.4 per cent.

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[4]See Appendix B.

Table 1

POPULATION PER LAWYER AND SQUARE
MILES PER LAWYER IN PENNSYLVANIA, 1900-1970

Year	Population[1]	Lawyers[2]	People Per Lawyer	Square Miles Per Lawyer[3]
1900	6,302,115	8,330	757	5.4
1910	7,665,111	7,206	1,064	6.2
1920	8,720,017	6,784	1,241	6.6
1930	9,631,350	8,093	1,190	5.6
1940	9,900,180	8,389	1,180	5.4
1948	10,287,000	8,763	1,174	5.1
1950	10,498,012	9,145	1,148	4.9
1951	10,461,000	9,526	1,098	4.7
1954	10,817,000	10,654	1,015	4.2
1957	10,954,000	11,308	961	4.0
1960	11,319,366	12,137	933	3.7
1963	11,408,000	12,275	929	3.7
1966	11,601,000	12,914	885	3.5
1970	11,793,909	13,901	848	3.2

[1]Pennsylvania Statistical Abstract 1969, p. 10, based on U. S. Census PC (1)-40A, years 1900-66; 1970 from Bureau of Census Report; 1975-85 projections from Current Population Reports, Series P-25, No. 375 in Statistical Abstract of the United States, 1969, p. 13.

[2]Number of lawyers, 1900-40 from U. S. Census; 1948-66 from Martindale-Hubbell Law Directory as given in the Statistical Abstract of the United States; 1970 from Survey of Pennsylvania County Bar Association by the Division of Higher Education Research, Bureau of Educational Research.

[3]Area from Pennsylvania Statistical Abstract 1970, p. 11.

Lawyer ratios to population and area in the United States improved even more than those in Pennsylvania, 1900-70, as shown in Appendix C. The correlation between population and number of lawyers in the United States is also very high, r = .97. From 1920 to 1970 people per lawyer decreased (868 - 628) by 240 or 27.5 per cent. In the 1900-70 period the area served by each lawyer decreased in size, 32 to 11 square miles, or 65.6 per cent. Using Section B of Table 7, Appendix C, the higher estimate, the decrease in number of people per lawyer is 298, or 34.3 per cent, and the decrease in area per lawyer is 32 to 10 square miles, or 68.7 per cent.

Table 2 contrasts the people per lawyer ratios, and the lower estimate indicates that Pennsylvania legal service on this basis in 1970 was 25.9 per cent below the average for the United States; on the higher estimate, 32 per cent.

Table 2

LAWYER-POPULATION RATIOS, PENNSYLVANIA AND THE UNITED STATES

Year	Penna. People Per Lawyer	U. S. People Per Lawyer	Per Cent Deficiency Penna. Lawyer Ratio in Relation to U. S. Ratio
1920	1241	868	30.1
1930	1190	766	36.5
1940	1180	764	35.3
1950	1148	840	26.8
1960	933	715	23.4
1970	848	628	25.9

(Ratios were developed from data given in other tables in this study.)

A further indication of legal service in Pennsylvania being below the national average is presented in Table 3.

Table 3

PENNSYLVANIA PER CENT OF NUMBER OF LAWYERS AND OF POPULATION IN THE UNITED STATES, 1940-1970

Year	Lawyers Penna.	Lawyers[2] U.S.	Penna. Per Cent Lawyers	Penna. Per Cent Population	Difference
1940	8,389	173,456	4.85	7.46	2.61
1950	9,145	181,226	5.04	6.89	1.85
1960	12,137	252,385[1]	4.80	6.26	1.46
1970	13,901	323,311[1]	4.29	5.80	1.51

[1]Estimate based on annual rate of change of .0280. [2]From Table 27.

From 1940 to 1970, Pennsylvania had a larger percentage of the national population than its percentage of the national supply of

lawyers. In fact, in 1960 if the number of lawyers had been in the same ratio as population to the national supply of lawyers, the number would have been 15,799 or 3,662 more than reported by the Martindale-Hubbell Law Directory. In 1970, elimination of the 25.9 per cent deficiency in the lawyer to population ratio in Pennsylvania compared with the national average would have resulted in 17,401 lawyers, 3,500 more than recorded in the survey of Pennsylvania County Bar Associations.

Legal Manpower Demand

Pennsylvania Correlations

When the number of lawyers in Pennsylvania, 1900-1970, were correlated with time, population, personal income and Gross Pennsylvania Products, the following were obtained:

Variable	r
1. Time (years) and number of lawyers	0.96
2. Population (Pa.) and number of lawyers	0.97
3. Pa. personal income and number of lawyers	0.94
4. Gross Pennsylvania Product	0.95

(The Gross Pennsylvania Product (GPP) was derived by applying the ratio of U. S. GNP to U. S. total personal income in Pennsylvania to total personal income in lieu of actual GPP. This method is used by the Division of Research, Pennsylvania Bureau of Commerce.)

Lawyers and Economic Variables

The multiple correlation, using population and GPP as predictors, is 0.99, accounting for 98 per cent of the variance, confirming the fact that growth in number of lawyers has been closely related to population growth and economic growth, during the 1900-70 period. Projection of a median rate of economic growth 1971-80, Table 30, however, shows an increasing demand for legal manpower.

On the national scene, however, the ratio of lawyers to gross national product has been declining, as shown in Table 4.

Lawyers and GNP. The drop in the number of lawyers per billion dollars of GNP indicates a potential demand for lawyers unfilled by the growth in the supply.

Table 4

RATIO OF LAWYERS TO GROSS NATIONAL PRODUCT, 1950-80[5]

Year	GNP in Billions	Lawyers per Billion Dollars of GNP	
		Institutional Capacity Projection	Law Student Demand Projection
1950	$ 372		551
1960	515		485
1963	581		457
1970	793	400	403
1975	981	382	402
1980	1,199	381	411

(GNP Projections are in 1962 constant dollars, and assume 4 per cent annual growth rate. 1970 figures have been adjusted to be consistent with projections for 1970, Bureau of Labor Statistics Bulletin No. 1536, Government Printing Office, Washington, 1967, Table 11-1.)

Lawyers and Income. The increasing proportion of personal income going to lawyers also indicates the nature of the demand for lawyers, as shown in Table 5.

Table 5

INCREASING PROPORTION OF PERSONAL INCOME IN THE UNITED STATES GOING FOR LEGAL SERVICES, 1950-68

Year	U.S. Personal Income (Billions)	Personal Income for Legal Services (Billions)	Per Cent for Legal Services
1950	227.6	2.9	1.3
1955	310.9	5.9	1.9
1960	410.0	10.4	2.6
1965	538.9	22.1	4.1
1966	587.2	26.1	4.5
1967	629.4	30.2	4.8
1968	687.9	35.8	5.2

(Data on U.S. Personal income were taken from the Statistical Abstract of The United States 1970, p. 315, and for legal services, Ibid., p. 317.)

[5]Human Resources and Higher Education. New York, Russell Sage Foundation, 1970, p. 78.

While total personal income in the United States increased about three times, 1950-68, the proportion that went to legal services increased twelve times, a four-times greater increase.

Latest Internal Revenue Service figures further indicate the economic demand for lawyers.

Table 6

LAWYER AVERAGE INCOME COMPARED WITH OTHER PROFESSIONAL GROUPS

	Individuals	Partnerships	
	1967	1967	1968
Physicians	$27,208	$36,143	$36,250
Lawyers	10,850	25,280	26,419
Dentists	19,805	21,886	17,541
Architects	9,183	15,604	16,008

Source: Legal Economics News, American Bar Association, Chicago, Illinois, March, 1971.

In 1968 lawyers in law firms ranked second only to doctors in average income. Solo lawyers ranked in third place in 1967.

Lawyers and Employment Setting. Economic demand for lawyers has increased as the pattern of legal practice has changed, as given in Table 7.

Table 7

PERCENTAGE OF LAWYERS IN DIFFERENT EMPLOYMENT SETTINGS IN THE UNITED STATES 1948-66

	Private Practice			Business	Government				
		Indivi-		and	Judi-	Executive		Legislative	
Year	Total	dual	Group	Industry	cial	Fed.	State	Local	Total
1948	89.2	61.2	28.0	3.2	4.2	-	-	4.7	12.4
1951	86.8	59.0	27.8	6.3	3.6	4.1	1.8	3.9	13.4
1954	85.5	57.5	28.0	7.5	3.6	4.1	1.6	3.9	13.2
1957	80.1	51.9	28.2	8.9	3.3	5.3	1.7	3.3	13.6
1960	76.2	46.3	29.9	9.9	3.2	5.2	1.7	3.3	13.4
1963	74.7	42.1	32.6	11.0	3.3	5.6	2.4	2.9	14.2
1966	74.1	39.5	34.7	11.6	3.4	5.7	2.6	2.6	14.2

Source: The 1967 Lawyer Statistical Report, American Bar Foundation, Chicago, 1968. Percentages add to more than 100 because lawyers sometimes have more than one job (For example, a private practice and a local government job) and are thus counted in both categories.

The percentage in individual practice declined from 61.2 in 1948 to 39.5 in 1966, the percentage in group practice rose from 28.0 to 34.7, while the percentage working for business and industry almost tripled (3.2 to 11.6 per cent). The percentage in government increased from 12.4 in 1948 to 14.2 in 1966, with a drop in the percentage of judges, 4.2 to 3.4, and in local government, 4.7 to 2.6.

It is predicted that the proportion of all lawyers in private practice (individuals and groups) will decline further to about 60 per cent in 1980, and two-thirds of these will be in group practice. The percentage in business and industry will double (23 per cent) and increase slightly in government (14 to 18 per cent).[6]

The economic reward to lawyers has been increasing as they have more and more organized into law firms.

Table 8

LAW FIRMS AND RECEIPTS, TOTAL AND SELECTED STATES, 1967

Item	United States	Selected States: California	Illinois	New York	Pennsylvania	Texas
ALL FIRMS						
Number	142,935	13,424	8,454	23,040	6,595	6,999
Sole practitioners	124,127	11,594	7,241	20,204	5,834	6,081
Partnerships (incl.corps.)	18,808	1,830	1,213	2,836	761	918
Receipts[1]	6,393	751	449	1,197	310	279
Average per firm[2]	45	56	53	52	47	40
Sole practitioners[1]	3,170	366	206	524	158	145
Partnerships (incl.corps.)[1]	3,223	385	243	673	152	135
FIRMS WITH PAYROLL:						
Number	69,839	6,651	3,836	9,741	3,228	3,433
Receipts[1]	5,290	631	374	1,012	259	281
Average per firm[2]	76	95	97	104	80	67
Payroll[1]	1,179	147	83	254	58	49

[1]In millions dollars. [2]In $1,000. (Department of Commerce, Bureau of the Census; press release, Aug. 11, 1970 (CB 69-71). Data from U.S. Census of Business, 1967, Reported in Statistical Abstract of the United States 1970, p. 155).

[6]Human Resources and Higher Education, Russell Sage Foundation, New York, 1970, p. 76.

Using Table 8 data and American Bar Association data, one discovers that the ratio of law firms to number of lawyers is: California, 1 law firm to every 2.1 lawyers; Illinois, 1 to 2.4; New York, 1 to 2.2; Pennsylvania 1 to 1.9; and Texas, 1 to 2.3. Of this group, Pennsylvania has more law firms for its number of lawyers, but the average receipts per law firm is only $47,000, a rank of fifth, but ahead of the national average of $45,000 per firm. The pattern of law practice in Pennsylvania is moving in the direction of increasing economic rewards to lawyers, and hence to greater demand for lawyers than past trends by themselves would indicate.

Lawyers and the Gross Pennsylvania Product. The economic demand for lawyers in Pennsylvania is further indicated by the change in the number of lawyers per billion dollars of Gross Pennsylvania Product (GPP).

Table 9

RELATIONSHIP OF NUMBER OF LAWYERS TO
GROSS PENNSYLVANIA PRODUCT (GPP) 1950-1970

Year	Penna. Lawyers	GPP in Millions	Lawyers Per Billion in GPP
1950	9,145	20.7	441.7
1960	12,137	32.0	379.3
1966	12,914	43.7	295.5
1970	13,901	56.2	247.3

(GPP was derived from applying ratio of U.S. GNP to U.S. total personal income to Pennsylvania total personal income in lieu of an actual GPP.)

From 1950 to 1970 the decrease in the number of lawyers per billion dollars of GPP has been about 40 per cent, indicating that the supply of lawyers has not been keeping up with the increased economic activities, and that if more lawyers had been available they probably would have been utilized by the economy. Referring to Table 4, one sees that

the same process has been going on in the nation, but that the decrease in lawyers per billion dollars of GNP, 1950-70, has been only 27 per cent. Thus, the economic demand for lawyers by this index is even greater in Pennsylvania than in the nation.

Furthermore, assuming that the lawyer supply is not increased above past trends and that the number of lawyers per billion in GPP decreases as in the past period, 1960-70, in 1980 there would be 152 lawyers per billion dollars in GPP.

Besides the increasing economic demand for lawyers in Pennsylvania, there is an increasing social demand in terms of state and national goals as related to administration of justice, elements of due process mandated by the U. S. Supreme Court, improvement of the environment and legal services to the poor.

Growth in Litigation

Growth in litigation in Pennsylvania in the 1958-68 decade has been significant:[7] criminal cases (no data from minor courts), 19.6 per cent; criminal cases in U. S. District Courts in Pennsylvania, 1960-68, by 7.9 per cent; and in civil cases, by 61.4 per cent. Pending cases before the U. S. District Courts in Pennsylvania 1960-68 have increased 77 per cent to a total of 10,095. Median months from filing to disposition of cases ranged from 12 to 39 months. Increase in cases of crime, 1958-69, was 113.8 per cent. These are characteristics of increasing demand for legal services, hence more lawyers.

Legal services to the poor is another source of increasing demand for lawyers. Actual referrals in 1967 were 156,291, but the

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[7]See Appendix D

American Bar Association suggested a yearly need to render services to two million people.[8] The Pennsylvania proportion of this number (5.8 per cent) would be 116,000 annually. Using the present Pennsylvania ratio of 848 people to one lawyer, adequate legal service to the poor would now require not fewer than 137 full-time lawyers.

An authority on professional manpower summarizes the problem of demand in these words:

> The pervasive involvement of lawyers in so many aspects of the public and private sector makes it very difficult to determine precisely the future demand, but current trends in corporate size, government regulation of business, emphasis on adequate representation for the poor and an overall rise in the importance of law in regulating society's affairs indicate that the demand will increase to absorb the supply--indeed, that the supply will, in a sense, create its own demand.[9]

Student Demand for Legal Education

While students are drawn to the legal profession by job opportunities and earnings, and these have been attractive in the 1960's and 1970's, they are also attracted by the public image of the importance of lawyers in the nation's and state's affairs. They see the predominance of lawyers in Congress and State government. They see lawyers in key positions in the establishment. They realize that lawyers occupy a potent position for assisting in improving the establishment. Students have been, therefore, seeking admission to law schools in greater and greater numbers as shown in Table 10.

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[8]Christensen, Barlow E. Lawyers for People of Moderate Means. Chicago, Illinois, American Bar Association, 1970, p. 25 ff.

[9]Op. cit., Human Resources, p. 77.

Table 10

INPUT AND OUTPUT OF THE LAWYER-SUPPLY SYSTEM IN THE UNITED STATES, 1956-70

Year	Total Law School Students	First Year Law Students	Third Year Law Students	Per Cent First Yr. in Third Year	New Admissions by Bar Exam.	No. Admitted to Bar as Per Cent First Yr. Students	No. New Admissions to Bar as Per Cent of Total Law Students
1956	41,888	16,697					
1957	42,271	16,003					
1958	42,646	16,651	10,139	60.9	9,695	58.2	22.7
1959	41,879	16,667	9,304	55.8	10,142	60.8	24.2
1960	43,695	17,030	9,958	58.5	9,992	58.6	22.6
1961	45,012	17,886	10,182	56.4	10,178	56.9	22.6
1962	48,663	20,012	10,588	53.0	10,192	50.2	20.9
1963	54,433	22,933	11,667	51.0	10,358	45.5	19.0
1964	59,813	25,267	12,777	50.6	11,676	46.2	19.4
1965	65,057	26,508	14,668	55.5	12,753	47.1	19.4
1966	68,121	26,552	16,442	61.9			
1969	68,386	26,553					
1970	82,041	34,000					

Source: The 1967 Lawyer Statistical Report, American Bar Association, Chicago, 1968, p. 28, and 1969 and 1970 data in The National Observer, March 22, 1971, p. 7.

Since 1956, the total number of law students in the nation has almost doubled, 41,888 to 82,041. From 1969 to 1970, law school enrollment increased from 68,386 to 82,041, an increase of 13,655 in one year, about 20 per cent. Students admitted to first-year law also increased from 16,697 to 34,000. But attrition through law school and bar examinations reduced the number admitted to practice as a per cent of first-year students to an average of 52.7 per cent. Considering those admitted to practice as a per cent of total law school enrollment 1956-70, the average output of the system is 21.4 per cent.

Student demand for legal education in Pennsylvania has increased as on the national scene. In the period, 1964-69, student applications for admission to Pennsylvania law school increased from 3,701 to 7,127, almost doubled in six years, actually an increase of 93 per cent. But in the same period admissions to law school increased from 996 to 1,353, an increase of only 36 per cent. In fact, for this period of the total applications for admission to law schools (30,455), the number of admissions (6,328) represented only 21 per cent. When one considers that these applicants had attained a bachelor's degree and passed the Law School Admission Test (LSAT), it is clear that the present law-school system is leaving a large unmet student demand for legal education.

Table 11

STUDENT DEMAND AND GRADUATES FROM PENNSYLVANIA LAW SCHOOLS, INPUT AND OUTPUT, 1964-70

Year	Number Applicants	Number Admissions	Per Cent Admitted	Total Graduated	Per Cent Output/ Input	Class Attrition
1964-65	3,701	996	26.9	434	43.6	
1965-66	3,871	987	25.5	508	51.5	
1966-67	5,063	934	18.4	548	58.6	45.0
1967-68	5,070	1,057	20.8	619	58.5	37.3
1968-69	5,623	1,001	18.0	652	65.1	30.2
1969-70	7,127	1,353	18.9	583	43.1	44.9
Total	30,455	6,328	21.1	3,344	52.8	38.0

Sources: Survey of County Bar Associations of Pennsylvania, 1970 and Our Colleges and Universities Series, Bureau of Educational Statistics, Pennsylvania Department of Education.

Furthermore, of the class of 996 admitted in 1964-65, only 548 graduated from Pennsylvania law schools three years later, 1966-67, an attrition rate of 45 per cent, and the average attrition rate by class for the first four classes in the sample was 38 per cent. Table 11 further

shows that the six law schools in Pennsylvania presently cannot meet the increasing student demand, and Table 12, Item 3, indicates that they are operating at full capacity.

Responses of Law School Deans. Responses of the Pennsylvania law-school deans in the survey for this study are presented in Table 12:

Table 12

SURVEY OF PENNSYLVANIA LAW-SCHOOL DEANS, 1970

	Yes	No	0	
1. Are law-trained personnel adequate to present demand?	3	2	1	
2. To needs of Pennsylvania in 1975?	2	2	2	
3. Could additional well-qualified students be admitted?	0	6		
4. Are there plans for expansion of your law school?	3	3		
5. If so, how many additional students would be admitted?	Dickinson			100
	Temple			250
	Villanova			100

Even with the great student demand for legal education, three of the six law-school deans were of the opinion that the supply of lawyers was adequate, two disagreed, and one did not respond. Significantly, all deans reported that additional well-qualified students could not be admitted. Dickinson, Temple and Villanova reported plans to expand their schools, and indicated that they would like to accommodate a total of 450 additional students. Since this survey, the University of Pittsburgh has developed plans for a new law school to open in 1973, but possibly delayed by construction problems to 1975, with an increase in total enrollment from 506 to 550.

While Dickinson School of Law is engaged in a $2 million expansion development program, and had raised $527,925 by September 8, 1970,[10] the Dean said this expansion was for improvement of program rather than more

[10] Bill of Particulars, Dickinson School of Law, Carlisle, Pa.

students. He did say, however, that some recently acquired housing would permit the admission of 100 additional students for September 1971.

Since the original survey of law-school deans, Villanova University according to the Dean of the Law School, Harold G. Reuschlein, has increased its law-school capacity to admit about 100 additional first year students in response to the increasing student demand.

At Temple University, law-school construction, as of May 1971, is underway to accommodate 250 additional students. While it is now planned to have this facility ready by July 1972, Dean Ralph Norvell fears that a labor strike may delay it to July 1973. Great student demand at Temple for legal education has thus promoted the foregoing response.

Some Additional Social Demands

Emerging characteristics of society are developing an increasing demand on the legal profession. The changing role of the family in which it has less control over the activities of the young, the rising divorce rate and its disintegrative social impact, the increasing drug addiction, and the increasing use of confrontation tactics in all social, environmental and political relationships--all add up, inferentially, to a greater demand for lawyers.

Some hard data are available on divorce in Pennsylvania. Divorces have increased, 1944-68, from 10,320 to 20,326, almost 100 per cent, and from 1.0 to 1.7 per thousand of population.[11] Besides the legal services required for the divorce itself, there are those that consequently arise from nonsupport cases, (1958-67, from 15,478 to 19,140,[12] about 24 per cent increase), and juvenile court cases (1958-68, from 32,518 to 38,938,[13] about a 20 per cent increase).

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[11] 1970 Pennsylvania Statistical Abstract, p. 29.

[12] Pennsylvania Judicial Statistics 1967, Report J-12, June 1970, p. 5.

[13] Op. cit., p. 255, and 1960, p. 112.

Another aspect of social demand upon the legal profession relates to the need for lawyers with education for greater potential effectiveness in dealing with modern problems, legal institutions and laws having large social dimensions. Increasingly the problems and issues confronting our legal institutions and lawyers demand more than the background brought to them by persons with the traditional law-school training.[14] The Special Commission on the Social Sciences stated:

> Every law, every appellate court decision, every administrative procedure, has an underlying set of assumptions about how people act and how their actions can be controlled. Lawyers obviously know what the legal forms are, and they have rich ideas as to how they should be changed; but they are not equipped, as a rule, to study in detail the actual impact of different legal arrangements. Providing systematic answers requires expertise in sampling, survey design, and analysis of statistical data. Social Science studies designed to test these assumptions, and to determine clearly the different social and economic effects of various legal procedures and rulings, therefore, are urgently needed.[15]

The Commission further calls for "both law schools and social science departments to develop substantial interdisciplinary training," so that lawyers may learn the social science findings and concepts required to function as effective professionals in the community.

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[14] Knowledge Into Action: Improving the Nation's Use of the Social Sciences, Report of the Special Commission on the Social Sciences of the National Science Board, National Science Foundation, 1969, p. 32.

[15] Ibid., p. 34 ff.

Pursuant to the Special Commission's report, the National Science Foundation and the National Institute of Mental Health funded, October 1970, a program at Northwestern University "to help lawyers and social scientists function more effectively in dealing with society's problems."[16]

Legal Manpower Supply

Student demand previously discussed is also related to lawyer supply. Perhaps of all the variables discussed with respect to demand for lawyers in the lawyer-manpower demand and supply equation, "the independent factor in these projections is not the demand for lawyers, but the supply."[17]

National Supply of Legal Manpower

An analysis of the national supply of lawyers may shed some light on the nature of the supply of lawyers in Pennsylvania. The past supply and a projection to 1980 are shown in Table 13. This projection, however, could prove to be an underestimate if the percentage of male bachelor's degrees seeking legal education increases or if the number of female bachelor's degrees entering law greatly increases. As of 1968 women represented only three per cent of the legal profession (8,000). In 1960 law degrees were granted to 260 women, but in 1968 approximately 675 received law degrees, an increase of 190 per cent.[18] Women law students increased from 2,678 in 1966 to 6,937 in 1970, half of the total increase in 1970, or 159 per cent for the five-year period.

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[16] National Science Foundation Release, October 16, 1970.

[17] Op. cit., Human Resources, p. 78.

[18] College Educated Workers, 1968-80, Bulletin 1676, U.S. Department of Labor, Bureau of Labor Statistics, Washington, D.C., 1970.

Table 13

PROJECTION OF LAW SCHOOL
GRADUATES IN THE UNITED STATES, 1956-80

Year Y	No.of Male Bachelor's Degree Recipients	No. of First-Yr. Law Students Year Y	Per Cent of Male Bach.Entry Law School Year Y	No.of Law School Grads. Year Y+3	Per Cent of First Year Law Students Graduates in Year Y+3
1956	178,000	16,697	9.4	9,429	56.5
1957	200,000	16,083	8.0	8,653	53.8
1958	219,000	16,651	7.6	9,261	55.6
1959	230,000	16,667	7.2	9,434	56.6
1960	230,000	17,030	7.4	9,948	58.4
1961	230,000	17,886	7.8	10,828	60.5
1962	236,000	20,012	8.5	11,792	58.9
1963	247,000	22,933	9.3	13,600	59.3
1964	272,000	25,267	9.3	15,000	59.3
1965	290,000	26,100	9.0	15,500	59.3
1966	295,000	26,550	9.0	15,700	59.3
1967	314,000	28,260	9.0	16,800	59.3
1968	361,000	32,490	9.0	19,300	59.3
1969	398,000	35,820	9.0	21,200	59.3
1970	418,000	37,620	9.0	22,300	59.3
1971	422,000	37,980	9.0	22,500	59.3
1972	464,000	41,760	9.0	24,800	59.3
1973	476,000	42,840	9.0	25,400	59.3
1974	499,000	44,910	9.0	26,600	59.3
1975	518,000	46,620	9.0	27,600	59.3
1976	537,000	48,330	9.0	28,700	59.3
1977	557,000	50,130	9.0	29,700	59.3

Underscores show end of actual numbers; projections are extrapolations of the past trends in the base population, enrollments and degrees awarded at lower levels. First professional degrees in medicine, law and the like are excluded. Source: Human Resources and Higher Education. Russell Sage Foundation, New York, 1970, p. 80.

Table 13 shows bachelor degree output, law school enrollment and degree output in recent years and projections of these figures to 1980. From 1956 to 1964, the number of students entering law school has ranged from 7.2 to 9.4 per cent of male bachelor's degree graduates, with a steady increase between 1959 and 1964. While law degrees as a proportion of all bachelor's degrees decreased from 1900 to 1953, the

recent trend has been toward an increasing number of law students and law degrees. Retention rates in law schools have varied from 53.8 per cent to 60.5 per cent, 1953-62, these figures representing the graduates three years later, an average of 59.3 per cent.

The low projection of supply shown in Table 13 assumes that law schools will draw a constant 9 per cent of college graduates and that 59 per cent of the entrants will graduate. By this projection the output of law schools will rise from 11,792 in 1962 to 29,700 in 1980.

A higher projection assumes an annual increase of .2 per cent, with attrition falling until by 1980 two-thirds of entrants will graduate. In this projection the number of graduates rises to 43,100 in 1980.

The low projection would require an annual law-school enrollment of 125,000 to 135,000 law students, and that of the high projection, 155,000 to 175,000 law students.

The capacity of the law schools, however, will be the final determinant of the supply of lawyers. This capacity can be increased by: (1) increases in the enrollment in existing institutions, (2) reduction of law-school attrition, (3) upgrading of unapproved law schools, and (4) establishment of new law schools.

During the past decade law-school enrollment has increased an average of 1.3 per cent in large private schools, 10 per cent in small public schools, and 11 per cent in small unapproved schools. An average of one law school has been opened in each of the past ten years.

Projecting these trends, and assuming that one-third of the unapproved schools will achieve approval, law-school facilities will accommodate 119,000 students in 1980. This is 10,000 fewer than called

for in the low projection of student demand and 40,000 to 45,000 fewer than called for in the high projection of student demand.[19]

Student demand for legal education may be met by (1) raising of standards, thus turning students away from law, which would contribute nothing to the supply of lawyers, (2) increasing the expansion of law-school facilities at a faster rate than in the recent past, and (3) launching more new schools. Instead of 18 new schools assumed in the projection over the next 18 years, "35 to 45 might be launched to accommodate the potential student demand for enrollment. In the absence of more national concern over the supply of lawyers, however, it is extremely improbable that so many new schools will be added....Limited institutional capacity means that actual figures on enrollment and degree output will probably be even lower than indicated by the low projection of student demand."[20]

Pennsylvania Legal Manpower Supply

As on the national scene, lawyer supply in Pennsylvania is dependent on potential student demand. Actual student demand, 1964-69, was indicated in Table 11, together with the resulting supply of lawyers. From this and additional data it is possible to project student demand and related lawyer supply. Table 14 presents the student input and output through the State Bar Examination. It shows male bachelor's degrees conferred in Pennsylvania colleges, 1962-70 with a projection to 1980, increasing from 21,594 to 49,024, the basic source of law school entrants.

[19] Ibid., p. 79 ff.

[20] Ibid., p. 82 ff.

Table 14

SOME CHARACTERISTICS OF THE SUPPLY SYSTEM,
INPUT AND OUTPUT, FOR LAWYERS IN PENNSYLVANIA, 1962-80

Year	Bachelor's Degrees Conferred[1] Year Y	First Yr. Law Students[3] Year Y	Per Cent Bachelor's as First Yr. Law Students Year Y	Law Graduates[4] Year Y+2	Graduates as Per Cent of First Yr. Students Year Y+2	Pa. Students Passing Bar Exam.[5] Year Y+2	Pa. Students Passing Bar as Per Cent of First Yr. Law Students[6] Year Y+2
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1962	21,594	697	3.2	434	62.3	365	52.4
1963	22,686	884	4.0	508	57.5	340	38.0
1964	24,500	996	4.1	548	55.0	381	38.0
1965	26,028	987	4.0	619	62.7	447	45.0
1966	18,776	934	5.0	652	69.8	443	47.0
1967	19,949	1,057	5.3	583	55.2	483	45.7
1968	22,520	1,001	4.4	605	60.4	528	42.6
1969	26,331	1,353	5.1	817	60.4	576	42.6
1970	27,615	1,436	5.6	867	60.4	612	42.6
1971	30,885[2]	1,453	4.7	878	60.4	619	42.6
1972	32,233	1,514	4.7	914	60.4	645	42.6
1973	35,420	1,664	4.7	1,005	60.4	709	42.6
1974	37,565	1,765	4.7	1,066	60.4	752	42.6
1975	39,158	1,840	4.7	1,111	60.4	784	42.6
1976	41,548	1,952	4.7	1,179	60.4	832	42.6
1977	42,406	1,993	4.7	1,203	60.4	849	42.6
1978	45,532	2,140	4.7	1,293	60.4	912	42.6
1979	47,799	2,246	4.7				
1980	49,024	2,304	4.7				

[1] Degrees Conferred, Our Colleges and Universities Today, Bureau of Educational Statistics, Pennsylvania Department of Education, Annual Series.

[2] Projections to 1979-80, Bureau of Educational Statistics, 1970, p. 14, reduced by average percentage of degrees conferred on females, 38.72 per cent.

[3] First year law students for 1960-65 from Survey of Pennsylvania Law Schools 1970; for 1966-70 from Students Enrolled for Advanced Degrees, Our Colleges and Universities Series, Bureau of Educational Statistics. Mean rate of change omits atypical 1962. Appendix E shows first year enrollment by colleges.

[4] Op. cit., Degrees Conferred Series.

[5] Number of Pennsylvania Students who passed the State Bar Examination, from the Secretary of the State Board of Law Examiners, including all who passed Bar Examination in calendar year.

[6] In Column (7) atypical 52.4 per cent is omitted in determining per cent ratio used, and 42.6 per cent is chosen as the best predictor rather than the 42.7 per cent average. For 1968, the mean of 1967 and 1969 is chosen.

It shows also that enrollment in the first year in Pennsylvania law schools has varied from 3.2 to 5.6 per cent of male bachelor's degrees, with an average of 4.7 per cent, omitting atypical 1962. This trend projects an annual potential supply of first-year law students as rising from 1,436 in 1970 to 2,304 in 1980, an increase to 868 more annually. This would, however, become an underestimate of student demand and law-school graduates if law-school admissions moved upward beyond the present 4.7 per cent of bachelor's degrees and approached the national average of 9.0 per cent, a figure which would result in admissions rising to 4,412 in 1980.

The total number of graduates from the six Commonwealth law schools is shown in Column (2), 1969-70. (Graduates by law schools, 1965-70, are given in Appendix E.) The graduates as a percentage of first year law students is shown in Column (5) as varying from 55.2 to 69.8 per cent, with an average of 60.4 per cent. This trend projects an annual supply of law-school graduates that increases from 583 in 1970 to 1,293 in 1980, but this includes out-of-state graduates, who represent an average of 17.8 per cent of total graduates, 1964-69, Table 16.

The number of Pennsylvania graduates passing the State Bar Examination is shown as a percentage of their first year law class in Column (7), varying from 38.0 to 52.4 per cent, with an average of 42.7 per cent. Using 42.6 per cent as a realistic predictor, this trend projects the annual available supply of lawyers as rising from 483 in 1970 to 912 in 1980.

In Table 15 the out-of-state lawyer supply is presented as a significant factor in total lawyer supply. What proportion of these graduates of out-of-state law schools who passed the State Bar Examination were native Pennsylvanians and would have attended Pennsylvania law schools if space had been available is not known.

Table 15

SOME CHARACTERISTICS OF THE SUPPLY
SYSTEM FOR LAWYERS IN PENNSYLVANIA 1964-80

Year	Total No. Passing Pa. Bar Exam.	Pa. Graduates Passing Bar Exam.	Out-of-State Law School Grads. Passing Bar Exam.	Column (10) as Per Cent of Column (9)	Out-of-State Supply Column (10) as Per Cent of Col. (8)
	(8)	(9)	(10)	(11)	(12)
1964	419	316	103	32.6	24.6
1965	506	365	141	38.6	27.9
1966	488	340	148	43.5	30.3
1967	531	381	150	39.4	28.2
1968	638	447	191	42.7	30.0
1969	645	443	202	45.5	31.3
1970	657	483	174	36.0	26.5
1971	738	528	210	39.7	28.4
1972	855	612	243	39.7	28.4
1973	865	619	246	39.7	28.4
1974	901	645	256	39.7	28.4
1975	990	709	281	39.7	28.4
1976	1,050	752	298	39.7	28.4
1977	1,095	784	311	39.7	28.4
1978	1,162	832	330	39.7	28.4
1979	1,186	849	337	39.7	28.4
1980	1,274	912	362	39.7	28.4

(Data for 1964-70 were derived from records of Pennsylvania State Board of Law Examiners. The projection in Column (9) is derived from Table 14 (Column (7) x Column (2). Column (10) projections are based on the 1964-70 trend of 39.7 per cent applied to Column (9). Column (12) percentage gives the lawyer supply from out-of-state law schools.

In Table 15, column (10) indicates the number of out-of-state law-school graduates who passed the Pennsylvania State Bar Examination, 1964-1970, and the projected number 1971 to 1980. Column (12) shows the per cent of out-of-state law school graduates, 1964-70, who passed the State Bar Examination as a per cent of the number of all law-school graduates passing the bar, ranging from 24.6 to 31.3 per cent and averaging, 1964-80, 28.5 per cent. Presently, then the Commonwealth depends on out-of-state law schools for about 29 per cent of its lawyer supply. Column (8) gives the total number of law-school graduates passing the State Bar Examination, including those from Pennsylvania law schools and those from out-of-state law schools, 1964 to 1970. The combined projections in columns

(9) and (10), 1971-1980, are shown in column (8) as increasing from 657 in 1970 to 1,274 in 1980.

Enrollment in Commonwealth law schools has included out-of-state students, 62 to 146, 1964-69, 14.3 per cent in 1964 to 25.0 in 1969, a six-year average of 17.8, as shown in Table 16.

Table 16

IN-STATE AND OUT-OF-STATE GRADUATES
FROM PENNSYLVANIA LAW SCHOOLS 1964-69

Year	Total	In-State	Out-of-State	Per Cent Out-of-State
1964	434	372	62	14.3
1965	508	429	79	15.5
1966	548	461	87	15.8
1967	619	515	104	16.8
1968	652	526	126	19.3
1969	583	437	146	25.0
TOTAL	3,344	2,740	604	17.8

Source: Survey of Pennsylvania Law Schools, Division of Higher Education Research, Bureau of Educational Research, Pennsylvania Department of Education. (For two schools unable to supply number of out-of-state graduates, out-of-state percentages of first professional graduates were applied to number of law-school graduates). These percentages were taken from Migration of College Students in Pennsylvania Fall of 1968, issued in 1970 by Bureau of Educational Statistics, Pennsylvania Department of Education.

The potential supply of law-school graduates projected for Pennsylvania may be, therefore, overestimated to the extent that first-year admissions to law school include out-of-state students. Translated another way, over the six years, 1964-69, almost 170 additional Pennsylvanians per year could have been admitted to Pennsylvania law schools by a change in admissions policy without any expansion of Pennsylvania law-school facilities. Since over this period, 1964-69, on an annual input-output basis 42.6 per cent of those first-year students who three years later took the State Bar Examination passed and became qualified lawyers (Table 14), this change in admissions policy could have added an average of 73 lawyers annually.

The dimensions of the actual operation of the law schools in meeting student demand for legal education and in supplying legal manpower, sample period, 1965-69, by annual average were:

Applicants	Admissions	Graduates	Penna. Grads.	Pa.Grads. Passed Bar	Out-of-State Grads. Passed Bar	Total
5,076 →	1,055 →	557 →	457 →	382	+ 156	= 538

Appendix A, though lacking applicant data, does show other 1970 data, bringing the average total supply of lawyers (in-state law schools 396 + out-of-state 158) to 554. The figure of 554, six-year average, is low in relation to the 1970 actual supply, from the bar examination, of 657 shown in Table 25 (in-state law schools 483 + out-of-state law school 174 = 657).

Growth of Litigation and Lawyer Supply

The relatively static growth situation regarding the number of lawyers in Pennsylvania (Table 1), about 16 per cent in a ten-year period, contrasted with the 114 per cent increase in cases of crime and 62 per cent increase in civil cases (Appendix D) implies an unmet need in the supply of lawyers. Considering just cases in the U.S. District Courts in Pennsylvania, pending cases, and Pennsylvania court cases of divorce, nonsupport and juvenile cases, the ten-year increase of 34,845 cases represented a 29 per cent increase.

Assuming that a lawyer man-year is 239 days and that the 34,845 cases required an average of five days of lawyer time each, or a total of 174,225 man days, these cases would require the services of 729 lawyers, or 73 lawyers per year. It is estimated the lawyer demand represented by increased and increasing litigation, the backlog of cases, and reduction of time in handling cases to a maximum of twelve months will require, 1970-80, an increase in lawyer supply of an annual average of 100.

Legal services to the poor represents an increasing demand for lawyers (p. 15). The Federal Office of Economic Opportunity has increased the emphasis in this area and gone beyond the services offered by bar associations. OEO now has 1,800 government paid lawyers in 850 neighborhood offices in 285 communities and serves about a million clients annually.[21] The Philadelphia Neighborhood Law Office program, for example, which charges clients a minimum of five dollars for a half-hour consultation, served 4,042 clients in 1968, which was a small response to needs compared with the 35,000 clients served by agencies providing free legal service to the poor in the area.[22] On this situation an authority comments:

> Although the number of law graduates seems to be increasing, the supply of lawyers expected to be available in the immediate future may well be inadequate to handle even a slight overall increase in the middle-class public's use of lawyers' services, just as it seems already to be inadequate to supply the demand being uncovered by the legal services programs for the poor. Measures taken to make lawyers' services more readily available to people of moderate means may, therefore, result in demand beyond the capacity of the present legal profession to supply.[23]

The estimate of an additional need of 137 lawyers to meet needs of the poor in Pennsylvania (p. 15) represents a lawyer supply problem in terms of past trends. But if Pennsylvania were to improve its ratio of lawyers to population to the level of the United States, one lawyer to 628 (Table 2) people, 185 additional lawyers would be needed for services to the poor.

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[21] U.S. News and World Report, February 8, 1971, p. 33.

[22] Christensen, Barlow E. Lawyers for People of Moderate Means, p. 208ff.

[23] Ibid., p. 26.

Increased Admissions by Pennsylvania Law Schools

Potential increases in first year admissions at Pennsylvania law schools are: 100, Dickinson School of Law, and 100, at Villanova Law School, in 1971; 250, Temple University Law School, 1972 or 1973; and 44, University of Pittsburgh Law School, 1973, bringing total admissions to 1,930 and exceeding the trend prediction by (1,930 - 1,664, Table 14) 266 admissions in 1973. By 1976, however, student demand will exceed this total law-school capacity by (1,952 - 1,930) 22, and in 1980 by (2,304 - 1,930) 374 (Table 14), plus other projected demand (2,539 - 2,304) (p. 44) of 235, or by a total of 609 admissions.

The trend of 4.7 per cent of male bachelor's degrees admitted to Pennsylvania law schools, 1963-1970, increased for 1969-1971 to about 5.1 per cent. If the law schools were to admit students at this recent trend rate of 5.1 per cent of male bachelor's degrees, facilities would have to be increased to admit 1,916 first year students (.51 x 37,565 = 1,916) in 1974, and in 1980 by (.51 x 49,024 = 2,500) 2,500 students. Student demand alone would then exceed law-school capacity by (2,500 - 1,930) 570 admissions instead of 374 at the 4.7 per cent rate, for a total of 805 admissions.

Since 42.6 per cent of Pennsylvania law-school first year students pass the bar examination three years later, the 200 additional admissions in 1971 will produce 86 lawyers in 1974 and the 294 additional admissions in 1973 will produce 125 lawyers in 1976. These increases would still leave the supply of lawyers (657 + 86 + 125 = 868) at 868 annually in 1976, and below the potential supply by (1,053 - 868 = 185) 185 (Table 15).

Projections of Legal Manpower Demand and Supply

The projections presented in Table 17 are based on present trends and give number of lawyers, 1971-80, according to time (3), Pennsylvania gross product (4) and population (5).

Table 17

ALTERNATE PROJECTIONS OF NUMBER OF LAWYERS IN PENNSYLVANIA BASED UPON THREE PREDICTORS: TIME, PENNSYLVANIA GROSS PRODUCT AND POPULATION

Year	Pa. Population	GPP	Actual Lawyers	Lawyers	Lawyers
	(1)	(2)	(3)	(4)	(5)
1950	10,498	20.7	9,145	-	-
1955	10,863	26.3	10,872	-	-
1960	11,319	32.0	12,137	-	-
1965	11,543	40.4	12,701	-	-
1966	11,601	43.7	12,914	-	-
1967	11,649	-	13,161	-	-
1968	11,697	50.5	13,407	-	-
1970	11,754	56.2	13,901	-	-
			Projected		
1971	11,850	59.0	14,200	14,150	14,300
1972	11,900	62.0	14,450	14,500	14,600
1973	11,950	65.0	14,700	14,600	14,900
1974	12,000	68.0	15,000	14,880	15,100
1975	12,050	71.5	15,200	15,150	15,400
1976	12,100	74.5	15,500	15,400	15,700
1977	12,150	77.5	15,750	15,650	16,000
1978	12,200	80.5	16,000	15,900	16,200
1979	12,250	83.5	16,300	16,150	16,500
1980	12,300	87.0	16,500	16,400	16,800

(1) Actual and projected population of Pennsylvania (in thousands) based upon extrapolation from graph of population over time.

(2) Actual and projected Gross Pennsylvania Product based upon extrapolation from graph of GPP over time. (The ratio of GNP to U.S. personal incomes times Pennsylvania personal income equals GPP.) GPP is given in billions.

(3) Actual and projected number of lawyers (Hubbledale-Martin) in Pennsylvania based upon extrapolation of numbers over time.

(4) Projections of lawyer population of Pennsylvania based upon the projections of GPP in column (2).

(5) Projections of lawyer population of Pennsylvania based upon the projections of total Pennsylvania population in column (1).

The linear projections of these variables do not include such factors as need for lawyers to provide legal services to the poor, rising load of court cases from disintegrative social forces, consumerism, or the legal confrontation inevitable in the attack upon the pollution and misuse of the environment. It is likely that these projections represent a conservative estimate of the future growth of the legal profession in Pennsylvania, as obtained by graphic extrapolation.

The time-based projection (3) includes the effects of population and GPP in approximately the same proportion as the role they play. But, since lawyer population is rising at a 2.07 per cent rate compared with a rate of 3.80 per cent for population and 6.87 per cent for GPP, the situation projected here is a deteriorating one with a less favorable lawyer to population and lawyer to GPP ratios than at present. The present lawyer to population ratio is 848, while the projections for 1975 and 1980 would indicate 793 and 745, respectively.

The 1970 lawyer to GPP ratio is 247 lawyers per billion of GPP, while the projections for 1975 and 1980 would be 214 and 190, respectively. This decline in number of lawyers per billion in GPP would have lawyer growth falling increasingly behind economic growth, contrary to the expectation that lawyer growth would respond to economic growth (pp. 10-11).

Projection Based on Projected Population

In Table 18, column (1) the projection from Table 17, column (5) is used. The projected increases in number of lawyers is based on projected increases in Pennsylvania population, and these do not include other important variables, such as student demand.

Table 18

LAWYER DEMAND AND SUPPLY IN PENNSYLVANIA
BASED ON PROJECTION (5) IN TABLE 17

Year	Number Lawyers	Growth	Attrition[1]	Annual Demand	Penna. In-State Supply	Annual Need Col. (4)-(5)	Pa.& Out-of-State Supply	Annual Need Col. (4)-Col. (7)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1970	13,901				483		657	
1971	14,300	399	414	713	483	230	657	56
1972	14,600	300	423	723	483	240	657	66
1973	14,900	200	432	732	483	249	657	75
1974	15,100	300	437	637	483	154	657	- 20
1975	15,400	300	446	746	483	263	657	89
1976	15,700	300	455	755	483	272	657	98
1977	16,000	300	464	764	483	281	657	107
1978	16,200	200	469	669	483	186	657	12
1979	16,500	300	478	778	483	295	657	121
1980	16,800	300	487	787	483	304	657	130
Total				7,304	4,830	2,474	6,570	734

[1]An attrition rate of 2.9 per cent annually for death and retirement is used as indicated in Tormorrow's Manpower Needs, Volume 1, Appendix A, p. 64.

Table 18, column (1) shows the demand for lawyers increasing from 13,901 to 16,800 (2,899 lawyers), 1970-80. The difference between demand, column (4), and supply, column (5) (7,304 - 4,830) is 2,474 lawyers, or 247 annually. But when out-of-state supply is included, the difference between demand (7,304) and supply (6,570) is 734 lawyers, or 73 annually.

As previously indicated (p. 29), if the Pennsylvania law schools eliminated an average of 170 out-of-state students and admitted Pennsylvanians instead, the supply of lawyers could be increased by about 73 lawyers, to meet the demand. Of course, if out-of-state law schools took a similar action against Pennsylvanians, the net result would be a reduction in the Pennsylvania supply of lawyers by as much as an average of (156 - 73) 83 lawyers (p. 30).

Adding the figures of lawyer demand in excess of supply on a population basis (73 annually), those needed now for increased court load and reduction in time from filing to termination of cases (100, p. 30), and those needed now for the increasing of legal services to the poor (137, p. 15, p. 31), demand 1971-80, could exceed the annual supply of lawyers by 312. However, assuming that legal manpower demand for services to the poor and increased litigation are relatively embraced in student demand for legal education, these figures need not be separately included. Thus, utilizing student demand and population demand, admissions to Pennsylvania law schools would rise from 1,436 in 1970 to 2,304 in 1980 (Table 14) plus (73 x 2.34) 171, or 2,475 admissions.

The effect of increased admissions planned at four law schools (p. 20) is not applied here, but is used (p. 44) in relation to the mean of all projections.

If, however, the legal manpower demand is examined in terms of a more dynamic system, in which the supply of legal manpower responds to economic growth as represented by Pennsylvania Gross Product (GPP) another concept of supply becomes apparent. In Table 17 the projection (4) indicates a continued decrease in the number of lawyers per billion dollars of GPP, and as was indicated (p. 13), from 1950 to 1970, the decrease in number of lawyers per billion of GPP has already been about 40 per cent. Commenting on this phenomenon, an authority stated:

> The decline in the ratio of lawyers to GNP indicates a slower growth in the supply of lawyers than the growth of the economy; the rising income of lawyers indicates that if the supply had been larger there would not have been any problem of finding employment for the additional graduates.[24]

[24] Op. cit., Human Resources and Higher Education, p. 78 ff.

The rising income of lawyers was shown previously (p.10ff), not only nationally, but for Pennsylvania (p.12), as a lawyer demand factor.

Table 19 shows the average annual percentage of growth for Pennsylvania population, economy and number of lawyers in five-year intervals since 1950, based on data in Table 17.

Table 19

AVERAGE ANNUAL PERCENTAGE GROWTH FOR PENNSYLVANIA WITH REGARD TO POPULATION, ECONOMIC GROWTH INDEX AND LAWYER POPULATION FOR FIVE-YEAR INTERVALS SINCE 1950

Period	Per Cent Population	Per Cent GPP	Per Cent Lawyers
1950-55	0.70	5.41	3.78
1955-60	0.84	4.33	2.33
1960-65	0.40	5.25	0.93
1965-70	0.37	7.82	1.89

The population growth has been declining (0.84 to 0.37 per cent). In comparison, the economic growth has been climbing, 1955-70, from 4.33 to 7.82 per cent. Growth in the supply of lawyers has been declining 1950-55 to 1960-65, from 3.78 per cent to 0.93 per cent, but the rate of 1.89 per cent for the 1965-70 period began to show the impact of the economic growth. It appears that there is a lag in response to economic growth, which predicts a marked increase in the growth rate for lawyers in the 1970-75 period over the 1965-70 period, hence a greater demand than indicated by population trends.

Projection Based on Projected GPP

Translating Pennsylvania Gross Product (GPP) growth rates into projections of lawyer demand, Appendix F, projection (4) shows the highest demand; projection (5), the lowest demand; and projection (6) the median demand. Using the more probable growth rate in GPP

and the median projection of lawyer demand, the imbalance in demand and supply of legal manpower becomes much greater than previously indicated by population trends.

Table 20

MEDIAN PROJECTION OF LAWYER DEMAND AND SUPPLY
BASED ON PROJECTIONS OF GROSS PENNSYLVANIA PRODUCT
(GPP) AND PROJECTION OF STUDENT DEMAND FOR LEGAL EDUCATION

Year	Projection[1]	Annual Growth	Annual Attrition[2]	Annual Demand	Annual Supply[3]	Annual Need
	(1)	(2)	(3)	(4)	(5)	(6)
1970	13,901(actual)				657	
1971	14,450	549	419	968	806	162
1972	15,176	726	340	1,066	861	205
1973	15,610	434	453	887	864	23
1974	16,179	669	469	1,138	893	245
1975	16,870	691	489	1,180	993	287
1976	17,463	593	506	1,099	1,053	46
1977	18,031	568	423	991	1,098	-107
1978	18,599	568	539	1,107	1,165	- 58
1979	19,241	642	495	1,137	1,189	- 52
1980	19,711	470	572	1,042	1,275	-233
				10, 615	10,097	518

[1]From Appendix F. Projection begins with 1971. [2]Same rate as used in Table 18, 2.9 per cent annually. [3]Projections based on Tables 14 and 15.

Table 20, column (1) shows the median projection of lawyer demand based on the projected Gross Pennsylvania Product (GPP), with the number of lawyers increasing from 13,901 to 19,711 (5,810 lawyers), 1970-80. The difference between demand, column (4) and supply, column (5) (10,615-10,097), shown in column (6) is 518 lawyers or 52 annually. Thus, to accommodate both student demand and the additional demand related to GPP, Pennsylvania law schools would be required to increase their admissions of first year students from 1,436 in 1970 to 2,304 in 1980 (Table 14) plus (52 x 2.34 = 122) 122 annually, or 1,575 admissions in 1971 to 2,426 admissions in 1980.

Projection Based on National Lawyer Ratio

If all the forces, including GPP, operate in Pennsylvania to bring the number of lawyers in the State to the present national ratio of people per lawyer, 628, a rather conservative objective in terms of legal services, the projected demand (19,586 - 13,901 = 5,685) is 5,685 lawyers, 1970-80 (Table 21).

To supply these lawyers Pennsylvania law-school facilities would require increased capacity to produce the supply of lawyers based on student demand, (Table 22), column (5) plus those indicated in column (6), 108 annually. This would require law-school capacity to accommodate admissions in 1971 rising from 1,453 (Table 14) plus (2.34 x 108) 253 or 1,706 to (2,304 + 253) 2,557 in 1980.

Table 21

PROJECTED SIZE OF PENNSYLVANIA LAWYER POPULATION IF THE CURRENT (1970) NATIONAL LAWYER TO POPULATION RATIOS WERE ACHIEVED IN PENNSYLVANIA, 1971-80

Year	Total Pa. Population[1]	Total Pa. Lawyers [2]
1970 (actual)	11,794	13,901
1971	11,850	18,869
1972	11,900	18,949
1973	11,950	19,029
1974	12,000	19,108
1975	12,050	19,188
1976	12,100	19,268
1977	12,150	19,347
1978	12,200	19,427
1979	12,250	19,506
1980	12,300	19,586

[1]Based on extrapolation of graphed trend for period 1965-70. Agrees well with U. S. Census projection of 12,141 (Series I, Projection B) for 1975, but likely to be too low for values much beyond 1975, although agreement is remarkebly good even for 1980 where the figure is low by about 760 from an interpolated government estimate of 12,760.

[2]Based upon a lawyer to population ratio of one lawyer for every 628 American citizen in 1970 in contrast to the current ratio of one lawyer for every 848 Pennsylvanians, i.e., an estimate of our lawyer population if we achieved the current U. S. National ratio as a standard.

Table 21 projects lawyer demand on the assumption that Pennsylvania will reach the present national ratio of 628 people per lawyer. It indicates a total demand for lawyers, 1970-80, of (19,586 - 13,901) 5,685 lawyers. This provides an average annual growth of 569 lawyers annually as used in column (2).

The demand for lawyers projected in Table 22 (5,685) is lower than that projected in Table 20 (5,810) by only 125 lawyers, 1970-80.

Table 22

PROJECTION OF LAWYER DEMAND AND SUPPLY
INCLUDING STUDENT DEMAND AND DEMAND TO
MEET THE PRESENT NATIONAL RATIO BY 1980

Year	Nat'l Ratio Projection (Penna.)[1]	Annual Growth (Average)[2]	Annual Attrition	Annual Demand	Annual Supply	Annual Need
	(1)	(2)	(3)	(4)	(5)	(6)
1970	13,901 (actual)				657	
1971	18,869	569	547	1,116	806	310
1972	18,949	569	550	1,119	861	258
1973	19,029	569	552	1,121	864	267
1974	19,108	569	554	1,123	893	230
1975	19,188	569	557	1,126	993	133
1976	19,268	568	559	1,127	1,053	74
1977	19,347	568	561	1,129	1,098	31
1978	19,427	568	563	1,131	1,165	- 34
1979	19,506	568	566	1,134	1,189	- 55
1980	19,586	568	568	1,136	1,275	-139
Total				11,272	10,197	1,075

[1]From Table 21. [2]The growth is averaged (19,586 - 13,901 = 5,685/10 years = 568.5. [3]Same rate as used in Tables 18 and 20. [4]Total getting through bar examination assuming present rates, Table 15, and law schools accommodating 4.7 per cent of male bachelor degrees conferred, Table 14.

Table 22 shows that even if law-school capacity increased to meet student demand (Table 14 and Table 15) from 1,436 in 1970 to 2,304 in 1980, providing the annual supply, including out-of-state, in column (5), there would be an additional shortage in supply of 1,075 lawyers for the period just for Pennsylvania to reach the present national ratio of 628 people per lawyer, or an annual average shortage of 108 lawyers. Since only 42.6 per cent of first year law students become lawyers, it would require an average annual increase of 253 law-school admissions (2.34 x 108) to overcome this shortage. Thus, for Pennsylvania to reach the present national ratio of 628 people per lawyer and to meet a student demand of 4.7 per cent of the male bachelor's degrees,law-school capacity would have to increase from 1,436 admissions in 1970 to 2,557 (2,304 + 253) by 1980.

Assuming that 29 per cent of the supply continued to come from out-of-state schools, and the same percentage of freshman entrants passed

the bar examination three years later (42.6 per cent), including student demand, the total shortage in supply would require an increase in law-school admissions of 1,121 annually over 1970.

Projection of Pennsylvania Demand and Supply of Lawyers in Relation to a BLS National Projection

Another approach to the projection of demand for lawyers in Pennsylvania is provided in a recent U. S. Bureau of Labor report.[25] The report showed a projected increase in the demand for lawyers, 1968-80, from 270,000 to 335,000 or 23 per cent. This indicated a 1.7 per cent annual increase, a rate of 13 per cent faster than the 1.5 per cent for the 1960-68 period. In Appendix G two projections are presented: The first (1) used the annual growth rate for Pennsylvania, 1965-70, of 1.9 per cent; the second (2) used a 2.1 per cent annual growth rate, developed from the BLS projection by incrementing the 1.9 per cent rate by 0.2. The second projection is used in Table 23.

Table 23
PROJECTIONS OF DEMAND AND SUPPLY RELATIONSHIPS WITH RESPECT TO LEGAL MANPOWER APPLYING A NATIONAL PROJECTION OF GROWTH RATE TO PENNSYLVANIA, 1971-80

Year	Projection Number Lawyers (1)	Annual Growth (2)	Annual Attrition[1] (3)	Annual Demand (4)	Pa. Law Schl. & Bar Exam. Supply (5)	Annual Need (4)-(5) (6)	Pa.&Out-of-State Supply (7)	Annual Need Col. (4)-Col.(7) (8)
1970	13,901	(actual)			483		657	
1971	14,193	293	411	704	483	221	657	47
1972	14,491	298	420	718	483	235	657	61
1973	14,795	304	429	733	483	250	657	76
1974	15,106	311	438	749	483	266	657	92
1975	15,423	317	447	764	483	281	657	107
1976	15,747	324	456	780	483	297	657	123
1977	16,078	331	466	797	483	314	657	140
1978	16,416	338	476	814	483	331	657	157
1979	16,761	345	486	831	483	348	657	174
1980	17,113	352	496	848	483	355	657	191
Total		3,213	4,525	7,738	4,830	2,898	6,570	1,168

[1]Attrition rate of 2.9 per cent annually for death and retirement is used as indicated in Tomorrow's Manpower Needs, Volume 1, Appendix A, p. 64.

25 College Educated Workers 1968-80, Bulletin 1676, U. S. Department of Labor, Bureau of Labor Statistics, U. S. Government Printing Office, Washington, D.C., 1970, p. 15 ff.

Table 23 indicates an increase in the number of lawyers in Pennsylvania, 1971-80 of 3,212 (17,113 - 13,901). Using the 1970 total supply of lawyers (7,738 - 6,570 = 1,168) or 117 annually. This shortage could be eliminated by increasing the capacity of Commonwealth law schools to admit 274 additional students annually (2.34 x 117). But student demand, already indicated, plus this projection would require law-school capacity to increase from 1,436 admissions in 1970 to 2,578 admissions (2,304 + 274) by 1980. This assumes a continuing contribution of 29 per cent of supply from out-of-state law schools.

Projection Based on Data from Surveys of Pennsylvania County Bar Associations and Law Schools

Perhaps, the projection of lawyer demand and supply based on data supplied in surveys of the Pennsylvania County Bar Associations and law-school deans (Chart 1, Table 11, Table 12) reinforces the impact of all other projections. In Table 24 the results of the survey data are shown in the 1970 row, in which the growth, attrition, demand, supply and need represent the 1965-70 trends. These trends indicate the Pennsylvania rate for growth in number of lawyers (3.75 per cent) and attrition--retirement, death and migration--(1.6 per cent). The annual supply figure for 1970, including out-of-state supply, is used, which is 657 lawyers. The projection of demand indicates an increase in the number of lawyers of (19,211 - 13,901) 5,310 lawyers, 1970-80.

Table 24

PROJECTION OF LEGAL MANPOWER DEMAND AND SUPPLY BASED ON PENNSYLVANIA SURVEY DATA[1]

Year	Number Lawyers	Annual Growth	Annual Attrition	Annual Demand	Annual Supply	Annual Need
1970	13,901	426	187	613	538	85
	Projection					
1971	14,432	531	231	762	657	105
1972	14,963	531	239	770	657	113
1973	15,494	531	247	778	657	121
1974	16,025	531	256	787	657	130
1975	16,556	531	265	796	657	139
1976	17,087	531	273	804	657	147
1977	17,618	531	282	813	657	156
1978	18,149	531	290	821	657	164
1979	18,680	531	299	830	657	173
1980	19,211	531	307	838	657	181
Total	1970-80	5,310	2,689	8,002	6,570	1,429

[1]Growth rate is 3.75 per cent. Attrition rate is 1.6 per cent, combining death, retirement and migration. Supply for 1970 of 657 lawyers is used.

Table 24 indicates an average annual need for 151 more lawyers than the supply of 657 in 1971. To obtain this additional supply of lawyers would require law-school capacity to admit (2.34 x 143) 335 more first year students annually, 1970-80. But when the student demand for legal education (Table 14) and the supply of lawyers from the bar examination, including out-of-state supply (Table 15) are considered, the law-school expansion required rises from (335 + 1,436) 1,771 admissions in 1971 to (335 + 2,304) 2,639 in admissions in 1980.

The mean of these five projections of Pennsylvania law-school capacity in 1980 (2,475, 2,426, 2,557, 2,578 and 2,639) is 2,535 admissions, requiring an increase in capacity of (2,535 - 1,436) 1,099 admissions.

The probable admission of 200 additional first year students by Dickinson School of Law and Villanova will reduce this need in September 1971 to (1,099 - 200) 899 admissions and increase the annual supply of lawyers by 85 in 1974. Increased admission of first year students, 250 by Temple University Law School and 44 at University of Pittsburgh Law School in 1973, will further reduce this need to (899 - 294) 605 admissions

and increase the annual supply of lawyers by an additional 125 in 1976. During the 1974-80 period, then, there is a predicted need for additional expansion of law-school facilities to admit 605 additional first year students.

Positive response by the Pennsylvania law schools to the predicted legal manpower demand and supply conditions during the 1970-80 decade will probably see the average annual supply of lawyers increase from 657 in 1970 to 1,080 (2,535 x .426, p. 44), or 1,274 (Table 15) in 1980.

The Legal Assistant

A new factor in the legal manpower demand and supply equation is the legal assistant, now being used by law firms across the country. Their technical training education and skills are better than those of legal secretaries. They may have a high degree skill in one specialized area of the law and do within their specialty almost anything attorneys do except advise clients and appear in court.

The Institute of Paralegal Training, Philadelphia, the only school of its kind in Pennsylvania, trains legal assistants, 20-30 in each twelve-week course in a special area of the law, as corporations. Most of the trainees are women college graduates. They pay a tuition fee of $500 and as graduates receive an average salary of $8,000 to $10,000.

H. Lee Turner, Great Bend, Kansas, Chairman of the American Bar Association Committee on Legal Assistants, has 30 legal assistants in his firm of five lawyers. He recommends a ratio of five legal assistants to one lawyer, but states that some law firms have successfully used a ratio of 10:1.[25]

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[25] The Student Lawyer Journal. American Bar Association, Chicago, Illinois, June 1971, p. 13.

Findings

Legal Manpower Demand Characteristics

1. In the survey of Pennsylvania County Bar Associations, the majority (59.1 per cent) saw a need for more lawyers.
2. In the same survey, the majority (66.7 per cent) saw no need to expand law-school facilities.
3. The five-year, 1965-69, average of lawyers admitted to practice was 612.4, made possible only by the supply from out-of-state.
4. A wide variation exists in lawyer-population ratios among the counties, all the way from 383 people per lawyer in Philadelphia to 5,388 people per lawyer in Fulton County.
5. The average number of people per lawyer in Pennsylvania is 848 compared with a national average of 628.
6. In terms of area to be served, there is a wide variation among the counties, all the way from 0.2 to 217.5 square miles per lawyer.
7. Legal service in Pennsylvania in 1970 was 25.9 per cent below the average for the United States on a lawyer to population basis.
8. Growth in the number of lawyers in Pennsylvania, 1900-70, correlated closely with population $r = 0.97$, and economic growth; but less so in 1960-70 period and in the projected 1971-80 period (p. 36), paralleling the decrease in lawyers per billion GNP in the nation (p. 10, p. 13).
9. The economic attractiveness of the legal profession has been increasing. While total personal income in the U.S. increased three times, 1950-68, the proportion that went to legal services increased 12 times. Average annual income of lawyers in law firms reached $25,280 in 1967, second only to physicians (p. 11).

10. Law practice is moving rapidly to the more lucrative law firm pattern.
11. Besides an increasing economic demand for legal services (lawyers), there is an increaing social demand as shown by the growth in litigation, increase in crime, long period from filing to disposition of cases and the need for legal services to the poor (pp. 14-15), divorce, narcotics, consumerism, confrontation tactics (p. 19).
12. Student demand for legal education has been increasing rapidly as attention to state and national goals has increased (pp. 15-17). Applicants for admission to Pennsylvania law schools increased from 3,701, in 1964, to 7,127 in 1969, an increase of 93 per cent (p. 17).
13. In the same period the law schools increased their annual admissions by 36 per cent over 1964, from 996 to 1,353. The percentage of the total number of applicants admitted, 1964-69, however, was 21.1 per cent.
14. Pennsylvania law school deans in a survey disagreed on the adequacy of the number of available lawyers but said their schools were operating at full capacity (p. 18).
15. Four deans want to expand their schools by a total of 494 admissions.
16. Dickinson School of Law plans to admit 100 additional students in 1971, by using nearby housing; Villanova, 100 in 1971; Temple, 250 in 1973; and University of Pittsburgh Law School, 44 in 1973.
17. Legal education requires a greater social component to produce lawyers better prepared for this age (p. 20).
18. Pennsylvania law schools are unable to meet present and projected student demand for legal education (p. 30).
19. Increased litigation in areas in which data are available indicates a need for an annual average of about 100 more lawyers (p. 30), 1971-80.

20. Estimated need of more lawyers to serve the poor is about 137 (p. 31).
21. Projections of present trends in demand for lawyers are lower with lawyers to population than lawyers to Gross Pennsylvania Product ratios (p. 32ff).
22. Pennsylvania law schools, as presently operating, cannot supply the lawyers needed in the projection of demand (p. 34).

Legal Manpower Supply Characteristics

1. Nationally, 9 per cent of those males who receive bachelor's degrees each year enter first-year law study and 59.3 per cent graduate three years later (p. 22). Women, as of 1968, constituted 3 per cent of the legal profession and 675 received law degrees as compared to 260 in 1960.
2. Nationally, for the past decade law-school enrollment has increased 1.3 per cent in large private schools, 10 per cent in small public schools and 11 per cent in small unapproved schools, and an average of one law school per year has opened during the past ten years (p. 23).
3. First year students in Pennsylvania law schools, 1963-70, averaged 4.7 per cent of male bachelor degrees, 60.4 per cent graduated three years later and 42.6 passed the Bar Examination (Table 14).
4. The out-of-state supply of lawyers is 40 per cent of those produced by Pennsylvania law schools and about 29 per cent of the total annual supply (Table 15).
5. The graduates from Pennsylvania law schools include out-of-state students, ranging from 14.2 per cent in 1964 to 25 per cent in 1969, an average of 17.8 per cent. Lawyer supply could possibly be increased by reducing the out-of-state admissions (p. 29).

6. Pennsylvania law school input——output operation 1964-69: 5,076 applicants——>1,055 admissions——>557 graduates——>457 Pennsylvania graduates——>382 passed State Bar Examination + 156 passed Bar from out-of-state schools = 538 supply.
7. The supply of lawyers from Pennsylvania law schools and out-of-state law schools, operating at the present level, is not equal to the projected demand.
8. Expansion of law-school facilities at Dickinson School of Law, Villanova, Temple and the University of Pittsburgh will about meet predicted needs to increase admissions through 1976, but student demand will require an additional increase of 609 admissions by 1980 (p. 32).
9. Should the 1971 rate of admission of male bachelor's degrees continue at 5.1 per cent, additional facilities would be needed for 805 rather than 609 admissions by 1980.
10. Even with the probable admission of 494 additional first year students by Pennsylvania law schools, supply will be less than demand by 185 lawyers in 1976 (p. 32).
11. Expansion of facilities at Dickinson, Villanova, Temple and University of Pittsburgh to admit 494 additional students by 1976 will reduce the needed expansion to 609 additional by 1980.
12. Expansion of facilities at these four law schools will increase the supply of lawyers by a total of 185 annually in 1976.
13. Programs to train legal assistants could increase legal manpower supply.
14. Women represented only three per cent of the legal profession in 1968, but with more of them turning to the law, both student demand and lawyer or legal assistant supply could be increased.

Legal Manpower Projections of Demand and Supply

1. Using projected student demand and population demand (Table 18), it is predicted that law-school admissions will increase from 1,436 in 1970 to 2,475 in 1980.
2. When projected Gross Pennsylvania Product (GPP) is used with student demand (Table 20), predicted law-school admissions rises from 1,436 in 1970 to 2,426 in 1980.
3. The projection based on Pennsylvania reaching the national ratio (1970) of 628 people per lawyer (Table 22) and student demand indicated that law-school capacity should be increased from 1,436 in 1970 to 2,557 in 1980.
4. The projection of Pennsylvania legal manpower demand in terms of the Bureau of Labor Statistics projection for the U.S. (Table 23) plus student demand indicated a need for law-school capacity to increase from 1,436 admissions in 1970 to 2,578 in 1980.
5. The projection of Pennsylvania trend data from surveys (Table 24) plus student demand indicated a need for law-school capacity to increase from 1,436 admissions in 1970 to 2,639 in 1980.
6. The mean of the five legal manpower demand and supply projections shows a need for law-school capacity to be increased from 1,436 to 2,535 admissions, 1970-1980, or an increase of 1,099.

Conclusions

1. This study indicates that Pennsylvania will require a quantitative and qualitative increase in legal manpower during the 1971-80 period.
2. There is no assurance that out-of-state law schools will continue to supply approximately 29 per cent of the annual input of legal manpower.
3. But even assuming a continuing out-of-state supply of legal manpower, all projections of demand show that Pennsylvania law schools, as presently operating, will be unable to provide the needed supply of legal manpower.
4. Perhaps the most incisive comprehensive predictor in the legal demand-supply equation is the student demand for legal education. From 1964 to 1969, the student demand in terms of applicants for admission to law schools increased from 3,701 to 7,127, an increase of 93 per cent, but the Pennsylvania law schools admitted an average of only 21.1 per cent. Such student demand incorporates the population, economic and social demands, and highlights the lack of capacity in the law schools to respond to this demand.

APPENDICES

APPENDIX A

Table 25

ANNUAL SUPPLY OF LAWYERS IN PENNSYLVANIA,
1965-69, BASED ON RECORDS OF THE BOARD OF LAW EXAMINERS

	Number Examined			Number Passed			
Year	Total	Penna.	Out-of-State	Penna.	Out-of-State	Total	Per Cent Passed
1964	584	418	166	316	103	419	71.74
1965	594	415	179	365	141	506	85.18
1966	644	420	224	340	148	488	75.77
1967	738	491	247	381	150	531	71.95
1968	820	544	276	447	191	638	77.80
1969	832	541	291	443	202	645	77.52
1970	819	555	264	483	174	657	80.21
TOTAL	5,031	3,384	1,647	2,775	1,109	3,884	77.20
MEAN	718.7	483.4	235.2	396.4	158.4	554.8	77.19

Source: Data developed from Pennsylvania State Board of Law Examiners' records on an annual basis, including "repeaters" and attorneys from other states.

APPENDIX B

Table 26

RANK OF COUNTIES IN PENNSYLVANIA BY NUMBER OF LAWYERS, POPULATION PER LAWYER, AND SQUARE MILES PER LAWYER, 1970

County	Population[1]	Number[2] Lawyers	Rank Order	Pop. Per Lawyer	Rank Order	Sq.Mi. Per Lawyer[3]	Rank Order
Philadelphia	1,948,609	5,084	1	383	1	0.3	2
Allegheny	1,605,016	3,248	2	494	2	0.2	1
Montgomery	623,799	432	3	1,444	21	1.1	4
Delaware	600,035	374	4	1,604	32	0.5	3
Dauphin	223,834	351	5	638	3	1.5	6
Luzerne	342,301	344	6	995	7	2.6	9
Lackawanna	234,107	334	7	701	4	1.4	5
Westmoreland	376,935	307	8	1,228	12	3.3	10.5
Erie	263,654	219	9	1,204	11	3.7	13
Lehigh	255,304	217	10	1,177	9	1.6	7
York	272,603	193	11	1,412	17	4.7	15
Bucks	415,056	187	12	2,220	50	3.3	10.5
Berks	296,382	185	13	1,602	31	4.6	14
Northampton	214,368	171	14	1,254	13	2.2	8
Lancaster	319,693	164	15	1,949	40	5.8	19
Chester	278,311	158	16	1,761	36	4.8	16
Washington	210,876	141	17	1,496	25	50.4	53
Cambria	186,785	130	18	1,437	19	5.3	18
Beaver	208,418	121	19	1,722	35	3.6	12
Schuylkill	160,089	111	20	1,442	20	7.0	22
Lycoming	113,296	86	21	1,317	15	14.1	28
Fayette	154,667	79	22	1,958	42	10.1	25
Cumberland	158,177	78	23	2,028	43	7.1	23
Lawrence	107,374	73	24	1,471	23	5.0	17
Northumberland	99,190	70	25	1,417	18	6.5	20
Mercer	127,175	65	26	1,957	40	10.4	26
Blair	135,356	62	27	2,183	48	8.5	24
Lebanon	99,665	53	28	1,880	38	6.8	21
Crawford	81,342	51	29	1,595	29	19.9	36
Indiana	79,451	48	30	1,655	33	17.3	33
Franklin	100,833	47	31.5	2,145	46	16.0	30
Clearfield	74,619	47	31.5	1,588	28	24.3	39
Monroe	45,422	43	33	1,056	8	14.2	29
Butler	127,941	41	34	3,121	60	19.4	35
Centre	99,267	40	35	2,482	53	27.8	42
Carbon	50,573	37	36.5	1,367	16	10.9	27
Venango	62,353	37	36.5	1,685	34	18.2	34
McKean	51,915	34	38	1,527	26	29.3	43
Somerset	76,037	32	39	2,376	52	33.8	46
Greene	36,090	28	40	1,289	14	20.6	37
Bradford	57,962	27	41	2,147	47	42.5	52
Columbia & Montour	71,622	26	42	2,755	57	23.6	38

Table 26

RANK OF COUNTIES IN PENNSYLVANIA BY NUMBER OF LAWYERS, POPULATION PER LAWYER, AND SQUARE MILES PER LAWYER, 1970

County	Population	Number Lawyers	Rank Order	Pop. Per Lawyer	Rank Order	Sq.Mi. Per Lawyer	Rank Order
Mifflin	45,268	25	43	1,811	37	17.2	32
Armstrong	75,590	24	44	3,150	59	27.5	41
Warren	47,682	23	45	2,073	44	39.6	49
Jefferson	43,695	21	46.5	2,081	45	31.0	45
Adams	56,937	21	46.5	2,711	56	25.0	40
Union	28,603	19	48.5	1,505	25	16.7	31
Wayne	29,581	19	48.5	1,557	27	39.2	48
Tioga	39,691	18	50	2,205	49	63.9	56
Huntingdon	39,108	17	51	2,300	51	52.6	54
Bedford	42,353	15	52	2,824	58	67.9	58
Clarion	38,414	15	53.3	2,561	54	39.9	50
Pike	11,818	15	53.3	788	5	36.3	47
Elk	37,770	14	53.3	2,698	55	57.8	55
Wyoming	19,082	13	56	1,468	22	30.5	44
Susquehanna	34,344	11	57	3,122	61	76.0	59
Clinton	37,721	11	58	3,429	62	82.0	60
Potter	16,395	10	59	1,640	32	109.2	64
Snyder	29,269	8	60	3,659	63	41.1	51
Cameron	7,096	6	61	1,183	10	66.8	57
Perry	28,615	6	62	4,769	64	91.6	62
Forest	4,926	5	63	985	6	84.0	61
Juniata	16,712	4	64	4,178	65	96.7	63
Sullivan	5,961	4	65	1,490	24	119.5	65
Fulton	10,776	2	66	5,388	66	217.5	66

[1]From 1970 census as given Sunday Patriot News, January 24, 1970.

[2]From Survey of Pennsylvania County Bar Associations.

[3]Areas of counties used in this derivative are from 1970 Pennsylvania Statistical Abstract, p. 11.

APPENDIX C

Table 27

POPULATION PER LAWYER AND SQUARE MILES
PER LAWYER IN THE UNITED STATES, 1900-70

Year	Population[1]	Lawyers[3]	People per Lawyer	Sq. Miles Per Lawyer
1900	76,094,000	114,703	663	32
1910	92,407,000	122,149	756	30
1920	106,466,000	122,519	868	30
1930	123,077,000	160,605	766	23
1940	132,594,000	173,456	764	21
1950	152,271,000	181,226	840	20
		A--LAWYERS REPORTING		
1951	154,878,000	204,111	758	18
1954	163,026,000	221,600	735	16
1957	171,984,000	235,783	729	15
1960	180,684,000	252,385	715	14
1963	189,417,000	268,782	704	13
1966	196,907,000	289,404	680	12
1970	203,184,772[2]	323,311[4]	628	11
		B--ALL LAWYERS LISTED		
1951	154,878,000	221,605	698	16
1954	163,026,000	241,514	675	15
1957	171,984,000	262,320	655	13
1960	180,684,000	285,933	631	14
1963	189,417,000	296,069	639	12
1966	196,907,000	316,856	621	11
1970	203,184,772[2]	356,089[4]	570	10

[1] Statistical Abstract of the United States, 1969, p. 5.

[2] 1970 U. S. Census, National Observer, December 9, 1970.

[3] Number of lawyers: 1900-50, only source, U. S. Census Reports; 1951-66 A & B figures, from Martindale-Hubbell Law Directory, Statistical Abstract of the U. S. 1970, p. 155.

[4] 1970 estimates for A is based on a .0280 rate of annual change, 1951-66, and for B, on a .0290 rate.

APPENDIX D

Table 28

GROWTH IN LITIGATION IN PENNSYLVANIA
AS AN INDICATOR OF NEED FOR LEGAL SERVICES

	Year	Number	Per Cent Increase	Per Cent Average Annual Increase
Court Cases				
All Criminal Cases[1] (no data Minor Courts) Pa.	1958	52,887		
	1968	63,248	19.59	1.96
Civil Cases, U. S. District Courts, Pa.[2]				
Commenced	1960	3,287		
	1968	5,304	61.36	7.67
Terminated	1960	3,797		
	1968	4,577	20.54	2.56
Pending	1960	5,699		
	1968	10,095	77.13	9.64
Criminal Cases, U. S. District Courts, Pa.[2]				
Commenced	1960	866		
	1968	802	7.98	0.01
Terminated	1960	852		
	1968	824	-3.39	-0.43
Pending	1960	354		
	1968	515	45.48	5.69

Median Interval in Months Filing to Disposition of Cases[3]

All U. S. District Courts		U. S. District Courts in Pa.		
Year	Month	Eastern	Middle	Western
1960	18	31	17	36
1968	12	39	14	21

Increase in Cases of Crime[4]

Year	Pa. Crime Index Per 100,000 People	Per Cent Increase	Average Annual Per Cent Increase
1958	655.4		
1966	964.8		
1969	1,400.4	113.8	10.35

[1]Report J-12, Pennsylvania Judicial Statistics, 1968, issued June, 1970. [2]Pennsylvania Statistical Abstract 1969, p. B13. [3]Ibid., p. 314. [4]Uniform Crime Reports, Federal Bureau of Investigation (FBI), 1969.

Table 29

FIRST YEAR LAW STUDENTS IN
PENNSYLVANIA LAW SCHOOLS, 1960-70

Law Schools	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	TOTAL
Dickinson	69	77	106	115	122	121	120	120	102	153	138	1,243
Duquesne	83	84	81	89	132	144	169	199	194	277	268	1,720
U. Penn.	157	191	175	201	188	186	185	196	174	215	228	2,096
U. Pitts.	37	46	59	66	56	64	99	139	150	198	248	1,162
Temple	189	190	193	306	356	310	228	230	202	312	357	2,873
Villanova	96	78	83	107	142	162	133	173	179	198	197	1,548
TOTAL	631	666	697	884	996	987	934	1,057	1,001	1,353	1,436	10,642

SOURCE: Data for 1960-65 by survey of Law Schools, Division of Higher Education Research, Bureau of Educational Research, Pennsylvania Department of Education; data for 1966-70 from Students Enrolled for Advanced Degrees, Our Universities and Colleges Series, Bureau of Educational Statistics, Pennsylvania Department of Education.

Table 29a

LAW-SCHOOL GRADUATES
FIRST PROFESSIONAL DEGREE, 1965-70

Law Schools	1965	1966	1967	1968	1969	1970
Dickinson	62	72	66	90	92	77
Duquesne	37	40	59	80	90	94
U. Penn.	144	185	168	163	182	138
U. Pitts.	40	57	55	51	60	71
Temple	83	80	94	111	121	98
Villanova	68	74	106	124	107	105
TOTAL	434	508	548	619	652	583

SOURCE OF DATA: Degrees and Other Formal Awards Conferred by Pennsylvania Institutions of Higher Education, 1965-70, Our Colleges and Universities Today, Bureau of Educational Statistics, Pennsylvania Department of Education.

APPENDIX F

Table 30

PROJECTIONS OF LAWYER POPULATION IF THE PRESENT LAWYER/GPP RATIO WERE HELD CONSTANT OVER THE DECADE (1971-80) AT 265.3 PER CENT OF GPP RATHER THAN CONTINUE TO DECLINE[1]

Year	1965-70 Rate GPP[2]	1960-64 Rate GPP[2]	Median Rate GPP[3]	1965-70 Rate Law Projection[4]	1960-64 Rate Law Projection[4]	Median Rate Law Projection[4]
	(1)	(2)	(3)	(4)	(5)	(6)
1971	59.0	58.0	58.5	14,573	14,326	14,450
1972	62.0	59.6	60.8	15,314	14,721	15,176
1973	65.0	61.4	63.2	16,055	15,166	15,610
1974	68.0	63.0	65.5	16,796	15,561	16,179
1975	71.5	65.0	68.3	17,661	16,055	16,870
1976	74.5	66.8	70.7	18,402	16,500	17,463
1977	77.5	68.5	73.0	19,143	16,920	18,031
1978	80.5	70.0	75.3	19,884	17,290	18,599
1979	83.7	72.0	77.9	20,674	17,784	19,241
1980	87.0	73.0	79.8	21,489	18,031	19,711

[1]One Unit of GPP equals $1 billion.

[2]Columns 1 and 2 represent extrapolations from the historical value of 56.2 for 1970 using the growth rates of either the 1960-64 period (slower) or the more rapid growth rate for the period 165-70.

[3]Column 3 represents the assumption that the recent growth will moderate but will not go back to the earlier level. The median of the two GPP values has been arbitrarily chosen as representing this assumption.

[4]The Columns 4, 5 and 6 use the projections of Columns 1, 2 and 3 and represent the number of lawyers we would have to have in order to hold to the present ratio of lawyers to the index of economic strength(GPP) let alone improve on the ratio. The ratio for 1970 is 247 lawyers per unit of GPP, i.e., 13,901 ÷ 56.2.

APPENDIX G

Table [31]

PROJECTIONS OF GROWTH IN THE LEGAL PROFESSION USING ANNUAL GROWTH PATTERN FOR 1965-70 WITHOUT CHANGE AND WITH AN ASSUMPTION OF A 0.2 PER CENT INCREMENT IN THE RATE COMPARABLE TO A PROJECTED THIRTEEN PER CENT INCREASE IN RATE FOR THE UNITED STATES

Year	Number Lawyers 1.9% Rate	Number Lawyers 2.1% Rate[1]
	(1)	(2)
1970	13,901	
1971	14,165	14,193
1972	14,434	14,491
1973	14,708	14,795
1974	14,987	15,106
1975	15,272	15,423
1976	15,562	15,747
1977	15,858	16,078
1978	16,159	16,416
1979	16,466	16,761
1980	16,779	17,113

[1]A thirteen per cent increase in average annual growth (1.5 per cent to 1.7 per cent) is projected for the U. S. during the period 1968-1980 in "College Educated Workers 1968-1980," Bulletin 1676, U. S. Department of Labor, Bureau of Labor Statistics, 1970. The annual increment of 2.1 per cent is, therefore, a figure that is 13 per cent larger than the historical value for Pennsylvania (1.9 per cent) during the period 1965-70. A comparable increment in growth rate has, therefore, been assumed for Pennsylvania.

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